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Problems with defining the administrative organization of the New Haven school system led a new superintendent of that system to request aid from local industrial management experts. An organization expert was "loaned" to the school system by a local industry. The end result of 6 months of interviewing and analyzing was a document, called "The Price Report," that assessed the organizational structure, pointing out serious deficiencies and proposing a detailed plan for reorganization. A local public utility then placed three men under the superintendent's direction to implement the reorganization plan. In addition to their basic assignment, they wrote an "Administrators' Manual" and produced an innovative management inservice training program. A reorganization of information channels has led to improved communication within the administrative structure, with the press, and with the public on a direct basis. Copies of questionnaires used in the study are appended with a summary of "The Price Report." (DE)

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INDUSTRY AND EDUCATION

STUDY NO. 1/NEW HAVEN

Business Methods in Reorganizing Administration of an Urban School System

by

Donald E. Barnes
Vice President
Institute for Educational Development

EA 002 495

May, 1969 New York, N.Y.

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PREFACE

The phenomenon of rising interest and concern in the business community toward the public schools of America is being studied closely by the Institute for Educational Development. As a nonprofit research and development corporation we are committed to facilitating the relationships between industry, government, and education. For the past year we have been studying the emerging cooperative enterprises that are being constructed between corporations and schools, especially in large cities.

The deep problems affecting large inner city schools are being viewed more and more as symptoms of social and economic conditions beyond the capacity of the schools alone to resolve. Enlightened business leaders, probably motivated in part by self-interest and certainly in large part by a spirit of community responsibility, are searching for ways to help the schools. We hope to assist both parties in finding appropriate and constructive channels for uniting their talents and resources for the improvement of inner city education.

This study, dealing with an impressive industry-education affiliation in New Haven, Connecticut, is the first in a series planned by IED. Other studies will follow as programs are identified and mature to a point where they may be examined profitably by business leaders and school administrators nationally.

It is our intention to produce brief, informative accounts of industry-education relationships, including some that have been less than wholly successful in the eyes of the participants. From these studies, we hope to stimulate and guide both parties, the schools and industry, toward increasingly effective partnership.

S. P. Marland, Jr.
President
Institute for Educational Development

ACKNOWLEDGMENTS

This report is based on information derived from interviews with key individuals and with other persons who participated in the events described. We have also used original reports, newspaper accounts, and other documentary sources, and we have observed at first hand some of the procedures described, such as management training sessions for school administrators.

We extend thanks to persons interviewed, especially to those who have served also as readers and verifiers of fact and interpretation, as well as to Louisa Messolonghites who assisted in interviewing and editorial preparation. Mr. Joseph Moriarity also helped to conduct interviews.

Grateful acknowledgment is made for assistance received from Sears Roebuck & Company towards costs of printing this publication.

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May, 1969

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INTRODUCTION

In New Haven, Connecticut, the city school system and cooperating industrial corporations have been exploring businesslike ways to improve the management and organization of the schools. An overhaul of many operating methods and procedures has resulted; educators throughout the school system have supplied leadership and moral support; and after two years the program has good prospects for continuing effectiveness.

A PIONEERING VENTURE

In scope, in aims, and in the relationship between schools and industry, the New Haven program is bold, new, and perhaps even unique. Within itself the program has produced at least one outstanding innovation in the training of school administrators, and in any case it deserves attention as a pioneering venture which might lead to similar programs in many other cities.

More than 75 supervisory officials in the schools have taken part in the reorganization effort. Olin's Winchester Group provided crucial help in the study and

planning stage, and about a year ago Southern New England Telephone Company placed a task force at the disposal of the superintendent to assist in carrying out the reorganization and in other missions. The task force, now called an action team, is still going strong and promises to be a valuable, continuing resource to the leadership in the schools.

Spokesmen at Olin and SNET make a point of playing down the contributions of their companies to the program. They bestow credit instead on the schools, and praise the contributions of the people in the schools.

This report will place emphasis on what happened in the early stages of the New Haven endeavor and on what seem to be important implications for educators and businessmen in other cities.

NEW HAVEN: FACTS AND FIGURES

	1950	1960	1968
Population	164,443	152,048	141,752
School Population	20,263	21,105	20,889

	Number	Teacher-Pupil Ratios (median)
Elementary Schools	36	1:22.8
Middle Schools	3	1:22.8
High Schools	3	1:21.3

Per Pupil Expenditures (Average daily membership) (Source HEW)	1967-68	1968-69
Connecticut	$656.	---
New Haven	$750.	$830.
U. S.	$599.	---

	1968-69
New Haven Total School Budget	$16,923,483.
Professional School Employees (Number)	1,420
Total School Employees (Number)	1,663

Per Capita Income (Estimates by Chamber of Commerce)	1967-68	1968-69
Connecticut	$3,690.	$3,865.
New Haven	$2,901.	---

A SCHOOL SUPERINTENDENT WITH PROBLEMS

In the summer of 1966 a new superintendent of schools, Dr. John A. Santini, took office in New Haven despite warnings of friends, as he recalls, that he would find "chaotic and virtually unmanageable conditions in the school system."

To make a running start, Dr. Santini asked to be supplied in advance of his arrival with tables of organization and digests of important programs in the schools. Such information proved to be unavailable. His concern mounted during his first days on the job, and he resolved to describe the conditions which he found in the schools to all who would listen and to seek assistance from anyone who might be able to help.

During the same summer William L. Wallace, Group Vice President of Olin's Winchester Group, agreed to serve as chairman of a Chamber of Commerce committee on education set up at the suggestion of a former president of Southern New England Telephone Company. Mr. Wallace held monthly luncheons with his committee, and to the third or fourth of these he invited Dr. Santini, the new superintendent of schools, as principal guest and informal speaker.

SOME OF THE PROBLEMS

On that occasion Dr. Santini spoke openly and even passionately about the problems of the school system. He had not yet found how the organization functioned; its channels of communications seemed to be choked; his own authority over the budget was unclear; he could not get information on the sources of funding for all programs; he had no funds for discretionary use; and he didn't have anyone with experience and time available to help him with such problems. Without a larger staff he could not get to the bottom of things and start an orderly approach to the troubles of the system. Nobody seemed to appreciate that New Haven's schools make up a very large and complex enterprise which requires skilled management. He needed more administrators, good ones, and money to pay them. He hoped the Chamber of Commerce could help to find the money for that and other things.

OLIN OFFERS HELP

At the end of the luncheon, the possibility was discussed that business people could be put to work on some of the problems of the schools. Mr. Wallace remarked that Olin might be able to help, and that perhaps others then would come along also.

Where To Begin?

There were several reports on the shelf in the superintendent's office dealing with the troubles of the system going all the way back to the Butterworth report of 1948. A later survey by Sargent apparently had helped to bring on construction of new facilities, and there was another by Lybrand, Ross Brothers and Montgomery. A study which dealt with organization of the school system had been conducted in 1961 by Arthur D. Little, Inc., but it seemed evident that times had changed and that in the intervening years the pressures on the schools had multiplied in number and severity.

As weeks passed, Dr. Santini recognized in the people of the school system a reservoir of courage, forbearance, talent--and frustration. One of his first official acts had been to send out questionnaires to his administrative and supervisory staff and principals in an effort to find out who did what, with and to whom, toward what purpose, and with what success. His questionnaires had probed deeply and sympathetically, but now he had no time and no staff even to analyze and interpret the responses.

In this period Dr. Santini also held a series of weekly meetings with groups of supervisors in an effort to dig out facts and exchange ideas. As he recalls it, "We seemed to move from crisis to crisis, reacting to events. The way it

is here and in many other school systems today, we simply can't do any planning without additional resources. A city school system is a very complex and involved enterprise which requires at least the same management staffing and planning capabilities as comparable private enterprises. The need for management is as crucial in education as in industry."

An Idea Takes Shape

Meanwhile, Mr. Wallace kept in mind Dr. Santini's request for help, and he assumed from their conversations that the superintendent would want an organizational study leading to a plan that would substantially improve management structure and operating procedures in the schools. He was ready to provide the help of an Olin specialist, contingent upon assurance from the city and the schools that the resulting study would be a basis for action.

Parenthetically, Olin's Winchester Group was the largest employer in New Haven and Wallace was its top executive. He had been a serious student of the art and principles of management for many years, and he had reason to feel confident of his own opinions on administrative problems.

Several months passed, during which Dr. Santini sought funds from a large foundation for an across-the-board survey of the entire school system. The next time Mr. Wallace

and the superintendent met they discussed the possibility that Olin might provide a specialist to conduct a study along business management lines that would help to advance Dr. Santini's ideas for a reorganization of the management of the school system. Working on such matters with local business men would be decidedly unorthodox. It would be more seemly and customary for an educator to raise the money, arrange for a study, and devise his own plan. However, Dr. Santini had earned a good understanding of business and industry through early studies in engineering and law, and his youthful experience as an employee of General Motors. He felt he had a realistic grasp of what needed to be done, and that this arrangement could provide help vitally needed by the school system.

Soon two Olin men met the superintendent for lunch at the Quinnipiack Club: Mr. R. J. Grunewald, Vice President, Administration, and Mr. John B. Price, Organization Development Associate for the Winchester Group. Dr. Santini again described his frustrations, the difficulties plaguing the schools, and the various studies prepared for previous administrations.

There were no commitments exchanged. Mr. Price asked the superintendent if he could see the Arthur D. Little study and any other documents which Dr. Santini would like him to review. With the consent of his administrators and supervisors, Dr. Santini provided the responses to the questionnaire which he had circulated earlier.

Mr. Price studied the documents at night and on weekends and then presented Dr. Santini with a memorandum spelling out his suggestions on ways to approach the problems.

A Formal Invitation

The form of government in the city of New Haven places strong powers in the mayoralty. Very few political leaders have served a modern American city as long and with such pervasive and noticeable effect as Mayor Richard C. Lee. Hence, before taking his next step, Dr. Santini consulted with Mayor Lee and then assisted the Mayor's office in preparing a letter to Mr. Wallace. The letter stated that Mr. Price had impressed them "with his grasp of the situation, his evident know-how, and his interest in public education." Therefore, would Olin make him available to the New Haven school system for three to six months, as a "generous act of corporate citizenship?"

The Mayor Makes a Promise

Instead of giving an affirmative answer to a request based to some extent upon his own ideas, Mr. Wallace went to the Mayor's office to discuss the matter. "Our man Price is a good one and we need him in our business," Wallace emphasized, "I don't want to pay for 'just another report.' So I hope you will agree to put your weight behind his recommendations and help to get some action when the time comes." Mayor Lee

readily confirmed that he would lend his full support to Dr. Santini to assure a follow-through to Price's study.

The Study That Produced Results

Mr. Price and Dr. Santini felt that the supervisors in the school system could supply valuable information as to what was wrong and what should be done. Price saw his job in full perspective: beyond making a study and writing a report, he intended to work in a way that would anticipate and shape reactions to his findings. His recommendations would be founded in the principles of participative management, and he applied them to himself and to his own project. "Change is more acceptable to people if they are involved in creating it. People don't resist change: they resist being changed," he has since observed. "The key to business survival and progress boils down to managing change," he notes. Such ideas proved helpful in changing school administration in New Haven.

Dr. Santini recognized Price's experience and thoughtfulness and gave him a free hand. He also took pains to introduce this new breed of "businessman" to the school people and to reassure them as to his mission.

Mr. Price decided to use the interview method and designed a four-part guide and a 20-question supplement.

(See page 29.) He memorized the entire guide and the questions so that the interviewees, to whom he assured anonymity, would feel more at ease. He made a point of stressing to the interviewees that the report would be theirs and that a better organized school system was impossible without their contributions. What was more, he meant it.

He conducted 76 interviews of two hours or more each and covered all key administrators and all principals. He went to them in their own offices. He finished the interviews during June, and spent the summer analyzing the data and preparing a report which was ready in early September, 1967. He estimated that more than 90 percent of the educators interviewed gave him unqualified cooperation.

The Price Report

The end-product of the study was a thoroughly professional and imposing document which came to be known as The Price Report. In direct language it assessed the organizational structure, pointed out serious deficiencies, and proposed a detailed plan for reorganization. Its author showed himself to be a stickler for accuracy and orderliness. The New Haven Register later quoted Mr. Price's observation, "There is little usefulness in a report that calls a spade a club."

What The Report Said

The report contained 45 recommendations in four basic areas: organization, communications, people, and facilities. (See page 36.) Examples include: reduction of the number of people (15) then reporting directly to the superintendent; regrouping of executive functions through elimination of numerous positions and creation of eight new ones; written definition of the responsibilities of key positions; preparation and publication of policies, procedures, and delegations of authority; geographic centralization of key people previously scattered in 14 separate buildings; scheduling formal school visits by the superintendent and other regular visits by his staff; defining the organization via structural charts; clarifying teacher recruitment and selection responsibilities and doing away with committee interviews for every applicant; purchase of a copying machine for every school; replacement of a manual system of attendance recording with machine processing; partitioning of offices shared by principals and school secretaries; and increased involvement of school-level people in administrative planning and problem solving.

The report confirmed the necessity of a number of changes already initiated. Twelve of the recommendations carried a price tag totalling $92,000. The remainder, after initial expenses, would cost little or nothing.

How The Report Was Received

Price did not show his report to anybody at Olin until he had given copies to the superintendent. "I felt that this work had been done for the schools, so I gave Santini three copies, one for himself, one for the Mayor and one for the President of the Board of Education, and then I asked if I could show copies to Wallace and Grunewald," he recalls.

Dr. Santini was deeply impressed with the report, although he did not concur in some of its recommendations, such as changed assignments for specific individuals. He asked Price to make a formal presentation a few weeks thence at an assembly of key administrators and the Board of Education. Copies were given to 25 key administrators and members of the Board of Education. Dr. Santini meanwhile began to inform his people in preparation for possible changes. He asked for staff comments on the report. Reactions were almost uniformly supportive, with a few objections more than balanced by enthusiastic approvals.

The report was not released to the public for nearly a year thereafter, which allowed plenty of time for the organization to consider the recommendations for change. During that year, also, the system was troubled and its personnel were very much preoccupied by a series of so-called school disturbances, which threatened several times

to overflow into larger kinds of violence. Eventually, favorable responses to the report were received from the press and from citizens' groups throughout the city. An important factor in the uniformly strong support which the report enjoyed, Mr. Price thinks, was that professional people in the schools considered it a compound and refinement of their own ideas, which indeed it was.

Deliberate Speed

Several months later, in January, 1968, Mayor Lee wrote another "Dear Bill Wallace" letter, again suggested by Dr. Santini. After thanks and praise for the Price Report, the letter added, "We are prepared to implement a great proportion of the recommendations of the report." Four tasks were enumerated, and five reasons why Mr. Price was uniquely qualified to handle implementation. Thus, would Olin lend Price to the school system for six more months?

Mr. Wallace's reply to the Mayor noted that "our primary concern, based upon our experience, is that implementation or organization recommendations very seldom work out successfully when the implementation is left to the consultant, and does not have the full involvement and commitment of someone within the organization concerned."

Moreover Olin, too, needed Mr. Price for important company purposes, but Olin would find ways under which Mr. Price could advise Dr. Santini from time to time.

ANOTHER ALLY

Just at that time Southern New England Telephone Company came forward to offer help. This large utility company had conducted numerous programs in cooperation with school systems throughout the years and maintained a lively interest in education in New Haven. As one of the State's largest employers and also one of its largest taxpayers, SNET felt that aiding education was vital to its own interests. It also recognized education's critical influence on the future of the community and therefore on the future of the company.

During February, 1968 SNET's President, Mr. Alfred Van Sinderen, asked an operations executive, Mr. Leo Silverstein, Jr., to accept the position, Administrator of Urban Affairs. They knew something about the difficulties facing Dr. Santini and agreed that a logical starting place in urban affairs might be an offer of direct help to New Haven's public schools. They would try to keep roles clear, and since they had no axe to grind, they would first try to find out what the Superintendent of Schools wanted them to do. Their policies did not oblige SNET to seek publicity for its efforts in education, and they were able to proceed with the single objective of working for better schools.

"A Task Force of Top People"

Mr. Silverstein arranged an appointment with Dr. Santini for May 1, at which time the superintendent asked

for "a task force of top people" to come in and help him implement The Price Report and assist in any area where business expertise was applicable.

"We decided right away to place three SNET people, organized as a task force, under Dr. Santini's direction and control. Our team would work only on management problems and would leave education and curriculum problems to the educators," Mr. Silverstein recounts.

Though readers of The Price Report at SNET did not agree with all of its details and recommendations, they considered it a very sound basis for improving New Haven's schools. They also realized that SNET should prepare for a long haul. The work of the task force should be expected to require years rather than months.

"If criticism alone would bring about improvement in our schools," observed Mr. Van Sinderen, "we would by this time have the best school system in the country. We believe that what is now needed is support, encouragement, and assistance."

At a second meeting with Dr. Santini, Mr. Price sat in as an advisor and Silverstein brought along Dr. John Herder, an educator and community relations expert then on loan from SNET to the New Haven Police Department. Assignments for the action team, as it was to be called officially, were discussed.

The Telephone Action Team

Selections for the action team were made according to special skills and interest in the problems to be faced: Mr. Richard Arnold brought a background in systems analysis and organization; Miss Evelyn Skelly was skilled in business office supervision and customer relations; and Mr. Theodore F. Hogan added experience in community and public relations. All three brought prior experience in education or in teaching.

In June, 1968, the action team began to draw up a schedule of priorities to govern their own work. Soon they agreed with Dr. Santini on their first assignment: start improving the systems for contract administration, data processing, record administration, communications within and without the system, office management in the schools and in the superintendent's offices.

An Administrator's Manual

A difficult and major project for the action team was the production de novo of a loose-leaf manual of policies and procedures applicable to all phases of school administration. This appears to have been the first time that business management methods were used in an urban school system to codify and distribute all directives for policies, procedures,

and employee contracts. The Administrator's Manual, a joint effort between Miss Skelly and Mr. Arnold, required working closely with a Policy Administration Committee which included Associate Superintendent Gerald Barbaresi, Assistant Superintendent Herbert Borman, and other key administrators.

Such a manual, of course, is never completed, and currently all forms used in the system are being redesigned and rewritten for addition to the manual. That includes everything from an accident report to a student dismissal notice. The teachers' contract was interpreted in detail and cross-referenced. The team used legal counsel and professional advice from the school system and worked against a deadline matching the effective date of the two new contracts for teachers and administrators in January, 1969.

A description of the manual indicated its range and purpose: "a reference for supervisory people, and a tool for training new administrators . . . to insure uniform treatment for all school personnel." The team also helped train supervisory people to use the manual. At this writing the manual is being used as a reference and guide by all administrative and supervisory personnel in the school system. As new procedures and policies evolve, the manual will incorporate the changes.

Management Training for Educators

The combined efforts of SNET and New Haven's schools have produced at least one bona fide innovation of large proportions: in-service management training for educational leaders conducted by representatives of business firms. Mr. Arnold planned and conducted a pilot conference in September, 1968 which provided 18 school administrators (and several members of the Board of Education) with a long weekend of intensive training in participative management. SNET and Olin jointly picked up the tab at a first-class motel outside the city. "The idea is to change the battlefield completely. Every factor in the training environment should be different from that daily no-man's-land," observes Mr. Arnold.

That was the first in a series of training weekends, and other companies, including the First New Haven National Bank and Marlin Firearms Co., now are acting as hosts with SNET. The training sessions are continuing on a monthly basis for the current school year, and it appears likely that participants will ask for continuance of the training next year.

Gerald N. Tirozzi, Principal of the Sheridan Middle School and one of the educators who attended the Training Conferences, reports: "I'm now using the concept of participative management even with my students. They're helping us to rewrite the rule book at our school this year. Literally."

Other Actions of the Action Team

The team is developing organization charts for the entire system, acting on Price's recommendations in some instances and on their estimate of the realities of changing personnel and available funds in others. Another essential step in reorganization was the creation of a scheme for channeling information up and down and throughout the system, with the aim of getting the right information to the right persons at the right time.

Along that line SNET has been able to provide modest assistance in public relations. Mr. Hogan worked with the school's information officer, Mr. John Dolan, to set up an evening press seminar in October, 1968. Representing the press were managing editors and reporters from local newspapers and managers of local radio and TV stations. This resulted in candid discussion of the handling of school news and improved relations with media representatives.

One of the most interesting ideas to come out of the seminar was a suggestion made by Dr. Nicholas Criscuolo, Supervisor of Reading Programs with the New Haven Public School system. Dr. Criscuolo explained to the manager of a large local TV station that one of his most pressing problems was the creation of the proper atmosphere in the child's home for the support of the reading program in the schools. Dr. Criscuolo further suggested that a spot commercial, in

prime time, might prove beneficial in reaching inner-city parents. The TV manager responded by endorsing the idea and said that time would be made available.

SNET's public relations department and advertising agency are now working with Dr. Criscuolo to develop an advertising campaign in line with his suggestions.

Citizen Involvement

Miss Skelly was assigned to a committee on citizen involvement in the school system, and that body soon determined that the chief discouragement to citizen participation was lack of communication skills in the administrative group. Another innovation resulted: a course in public contact techniques for school administrators. Role-playing situations were used in some of the sessions: principals were put on videotape and their performances were criticized by community representatives. The committee intends to continue this work and also to encourage formation of a citizens' advisory council for every school.

Meeting the Public

Miss Skelly also has handled the introduction of still another innovation: training sessions in public contact techniques conducted by business people for school clerical staffs. The SNET program has been trying to develop ways of

assuring that school system contacts with parents and the rest of the public will be uniformly courteous, helpful, and friendly. The program was endorsed by the clerical workers union with the understanding that funds set aside in their contract for in-service training would be used to defray any expenses resulting from scheduling of training sessions.

PRESENT TENSE IN NEW HAVEN

Dr. Santini announced his decision to resign as superintendent effective July, 1969, and accepted an appointment as chairman of the education department of Connecticut College at New London.

In reviewing the trials, tribulations, and triumphs of his term of office, John Santini says that among the most satisfying and, for that matter, important accomplishments in New Haven was the role he played in helping to bring together business leaders and educators in reorganizing the management of the school system and in other cooperative ventures. He recognizes that planning and management capabilities in the public sector, including education, have for years been falling behind the urgent needs of the times, and he maintains that this management gap will not be bridged quickly or easily. "Improvement has been too slow," he points out, "primarily because education doesn't enjoy a high enough rating in the scheme of public priorities."

But for all his impatience with the attainable rate of change, Dr. Santini leaves a system remarkably changed from the one he found in 1966. He leaves behind a group of administrators who are searching for improvements in an organization which is likely to function better in spite of changes in personnel, community tensions, disturbances on campuses, and other untoward events and pressures now common in urban education.

Whatever has been accomplished, it is revealing and heartening to hear from John McGavack, Director of Curriculum in New Haven's schools, "We still have to use more of the resources of the community, but finally, I think, the city and the schools are pointing in the right direction."

In a recent speech Mr. Arnold sought to explain the motivations of Southern New England Telephone Company. He noted that the literal translation of the Chinese word for crisis is "a threatening opportunity." Then he added, "The opportunity is there, the schools welcome our participation. The threat is there too. If those kids don't make it, neither will we."

INFERENCES AND CONCLUSIONS

It is too early for full evaluation of the New Haven program, but a number of interesting and apparently reliable observations can be made now. Educators and businessmen in other cities may draw conclusions for their own guidance from some of these observations:

1. Getting started was not difficult. The first request for help brought an instant response from industry. The willingness of the schools and the corporations to cooperate was there from the start. At all times, both sides have shown respect and openness toward each other. The observance of tact and diplomacy has been important in establishing their new kind of relationship.

2. Once the parties began to talk, they did not rush into unwise commitments and action-programs. The negotiations leading to The Price Report were handled carefully and seriously. The judicious beginning for SNET's task force also seems to relate to its later accomplishments. A period of planning and an exchange of understandings led up to the moment of action. They tried to figure out how they would cooperate and to what ends.

3. Both sides appear to have underestimated the benefits of getting together. Although results so far have outrun expectations, the benefits still seem to be underestimated.

4. The parties have shown genuine courage. They pioneered new relationships and acted on the strength of them. They worked out important innovations which are bound to influence educational administration in other cities. The superintendent invited non-educators to study the school system fully anticipating a report that would highlight shortcomings of the system. SNET placed its people under the superintendent's control, with no strings attached. SNET faced up to the prospect of an expensive, public interest commitment that probably would last for several years, and perhaps even longer.

5. Olin and SNET did not seek applause for themselves. They recognized that the people in the schools are exposed to public view and are accountable, and therefore deserve credit for improvements in education. They also saw that a school system engaged in uplifting itself may need public approval and support more than large corporations assisting in the uplift. Each of the companies developed this policy on its own. Looking back, one must conclude that a boastful public relations policy would have increased the risks of the corporations. In the event of failure or faltering in the reorganization program, any prior self-congratulation probably would have backfired.

6. Within 18 months numerous improvements were made in the organization of New Haven's schools. Some of the steps

were already under way, yet in that period many recommendations in The Price Report were acted upon. Variations on other recommendations and new steps developed by SNET's action team are still going into effect. New management processes are at work.

7. The educators supplied leadership for the overhaul of their own system. The lack of resistance to well-advised change is notable--and laudable. Responsible central staff administrators were ready to accept counsel and to respond affirmatively to constructive suggestions from business community counterparts. This readiness tends to correct what may be a stereotype to the contrary in some communities.

8. The involvement of business people did not attract or create enemies. The program has enjoyed a uniformly favorable press, and very few critics have appeared inside or outside the school system.

9. The businessmen have not tried to impose outside authority and unasked advice on the people of the system. They have taken pains to work with and inside the system, as participants. They have tried to anticipate responses which their own behavior might evoke in others; that is, they have tried especially hard to avoid being seen as rivals, or decision-makers, or as other potentially threatening types. Thus, most of the businessmen most of the time have accepted strict limitations on their own conduct in contacts with

people of the school system. And, so far, these efforts have paid off handsomely.

10. Many of the leaders of the school system now have allies in the business community whom they can trust, with whom there is exchange of mutual respect, and to whom they can turn for encouragement and assistance. These attitudes derive from their contacts with many businessmen who have shown interest or taken part in the program.

11. The New Haven experience can be instructive to larger cities. While every city will rightly consider its own situation, many of the methods and guidelines worked out in New Haven may apply efficiently even in very large cities, where the need for administrative reorganization in the schools may be even more urgent.

SOURCES OF ADDITIONAL INFORMATION

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APPENDIX A

INTERVIEW GUIDE USED BY JOHN PRICE FOR 76 KEY

ADMINISTRATORS AND SUPERVISORS

Name_____ Date_____

Position_____

ORGANIZATIONAL RELATIONSHIPS

1. To whom do you report?_____

_____

2. Who reports to you administratively?

Name 1_____ Position_____

2_____ _____

3_____ _____

4_____ _____

5_____ _____

3. Who reports to you functionally?

Position 1_____ Number_____ _____

2_____ _____

3_____ _____

4. Do you feel you have the proper organization to carry out your responsibilities?

Proper reporting relationships?_____

_____

Sufficient qualified people?_____

_____

Adequate equipment and supplies?_____

_____

Enough, proper, and properly situated space?_____

_____

RESPONSIBILITIES AND AUTHORITY

5. What is your principal mission?_____

_____

_____

6. What are your specific responsibilities in carrying out your mission (see Addendum 1)? What other departments do you work with in performing each responsibility? What is the working relationship (directing, coordinating, informing, etc.)?

Resp. 1	_____	Dept. _____
2	_____	_____
3	_____	_____
4	_____	_____
5	_____	_____
6	_____	_____
7	_____	_____
8	_____	_____
9	_____	_____
10	_____	_____

7. What is the principal mission of each of the people who report to you administratively? Functionally?

1 _____

2 _____

3 _____

4 _____

5 _____

1 _____

2 _____

3 _____

8. Do you feel you are doing things which are below your level? Above?

_____

_____

_____

_____

PLANNING AND ADMINISTRATION

9. What are your regular hours of work? Those of people reporting to you?

_____

10. What are your irregular hours of work (a typical week)?_____

11. What kinds of plans do you have for:

Setting and accomplishing objectives?_____

_____

_____

Meeting your future manpower needs?_____

_____

_____

_____

Evaluating the performance of people reporting to you?_____

_____

_____

Upgrading the competence of your people?_____

_____

_____

12. What are the major problems in doing your job (direction for above, lack of information or cooperation, lack of qualified people, unnecessary work, not enough people, etc.)?_____

_____

_____

_____

_____

VIEWS AND OPINIONS

Do you think we need to formally express our organization (charts, statements of responsibilities, and delegations of authority)? Why?

_____

_____

_____

_____

Do you think we need an integrated system of planning and administration, including the:

Establishment and progress reporting of individual objectives?_____

_____

Measurement of performance against objectives?_____

_____

Projection of specific manpower needs?_____

_____

_____

Identification of replacements for key positions and the development of potentially able people to advance?_____

_____

Do we have an adequate system of communications in the school system (bulletins, memos, policies, procedures, meetings, reports, etc.)?

Special Questions

1. How do you plan your manpower needs (source of information, reporting system, etc.)? Do you prepare status reports? Manpower budget?

2. Do you have organization charts or manning tables? How do you keep them current?

3. Do you have statements of responsibilities?

4. Do you have personnel procedures (how to requisition personnel; processing of personnel transactions; etc.)?

5. Do you have a teacher development program (evaluation of performance, development plan, replacement charts)?

6. What kinds of personnel records do you have (personal history, jacket file, kardex, etc.)?

7. What kinds of personnel reports do you prepare?

8. Do you have any manning standards or staffing patterns? Personnel ratios?

9. What does "administration" include?

10. Do you have a reports control function?

11. What is your system for planning the school year objectives and programs? How do you coordinate the implementation and follow-up of the programs?

12. How does program planning tie in with the budget?

13. Do you have central or decentralized files? If decentralized is there a common system?

14. Do you have a records retention and disposal program? Microfilming of important records?

15. Do you have office layout, furniture, and equipment standards?

16. Are you the sole administrator of the dollar budget?

17. Do you maintain headcount control?

18. What is your relationship with the city Comptroller?

19. How do you tie into the program planning process?

20. Do you prepare budget performance reports?

APPENDIX B

The following is a summary taken from "A Report of the Organization and Administrative Functioning of the New Haven Public School System" prepared by John Price, September, 1967.

ORGANIZATION

The problems with the present structure are -

- The Superintendent has too many people reporting to him.
- Assuming titling correctness, there are too many personal-staff assistants.
- The organization is unnecessarily fragmented.
- Some of the organizational components are understaffed.
- There are some instances of improper division of responsibility.
- Some components are not doing all the things they should be doing.
- Some organizational units are not receiving adequate supervisory attention.
- There's too much geographical decentralization of the administrative and supervisory components.

The problems can be corrected by -

- Grouping the following functions under the Assistant Superintendent-Administration: public information, personnel, business affairs (formerly Assistant Superintendent-Business), special projects, and research.
- Grouping the following functions under a new Assistant Superintendent-Facilities: staff enginerring, facilities coordination, custodial and maintenance services, and cafeteria management.
- Eliminating three of the four personal-staff assistant positions by -
  - Assigning the bussing program to the business affairs function.
  - Assigning the coordination of the summer program to the Director of Community School Programs on a split-function basis.
- Grouping the three present independent organizations dealing with adult

(The thirty-nine key people are in fourteen separate buildings.)

education with the pre-kindergarten and work-study activities under a new Director of Specialized Educational Programs, and placing this component in the charge of the Deputy Superintendent.

- Creating the following eight new positions: Recruitment and Placement Specialist; Personnel Development Coordinator; Administrative Services Specialist; Director of Planning and Research; Research Assistant; Supervisor of Social Work; Supervisor of Guidance Counselling; Chief Accountant.

- Reducing geographical decentralization from fourteen to no more than eight locations by - *

- Centralizing the curriculum materials, unified curriculum services, and audio-visual functions.

- Regrouping the eight subject supervisors from their present five locations to no more than three.

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* Relocation plans would be based on the data developed and action taken as a result of recommendations 1, 2, 4, 5, 6, and 8 on pp. 134-135 [of Price Report].

- Relocating the work-study and industrial arts activities from 55 Audubon Street.

- Relocating the Special Assistant and Summer School Principal from Lee High School.

COMMUNICATION

There are major oral communications gaps between -

- The system's top management (Superintendent, Assistant Superintendents, etc.) and school personnel (principals and teachers mainly).

- The system as a whole and the community.

The gaps can be plugged through -

- The scheduling of formal school visits by the Superintendent and the scheduling of informal visits by other top people.

- The institution of a procedure for the recognition of all communications (oral and written) addressed to the Superintendent.

- The establishment and communication of school visit schedules for subject supervisors and itinerant teachers.

- The introduction of new approaches to educating the public on education.

- The distribution of simplified organization booklets to outside agencies having business dealings with the school system.

Because there are no organization charts, statements of position responsibilities, written policies* and procedures, or formal delegations of authority these problems exist -

- There is some confusion and disagreement on who reports to whom.
- Lateral relationships, relationships with other city departments, and authorities are not clear.
- There is a prevalent lack of understanding of the chain of command and the job responsibilities of others in the system.
- People new to the system (or new to a given job, such as school principal) don't know what their administrative obligations and prerogatives are.

These problems can be solved by -

- Defining the organization via structural charts. (This has been done as a part of the study; see Section I.)
- Defining in writing the responsibilities of each key position in the system. (This has been done as a part of the study; see Section I.)
- Preparing and publishing policies, procedures, and delegations of authority. (An approach to this project is detailed on pp. 79-80 [of Price Report].)

The conduct of meetings and preparation of correspondence do not appear as generally effective as they might be.

They can be improved upon through -

- Training.
- Periodically reviewing and revising the meeting calendar.

* There are some general statements extant, but the policy sector is far from covered.

There is no regulation of recurring reports, resulting in -

- Possible duplication and overlap.
- Unrealistic timing requirements.

The reports situation can be clarified through -

- Initiating a reports survey.
- Installing a reports control system.

MANPOWER PLANNING AND PERSONNEL NEEDS

The research function auxillary to manpower planning -

- Emphasizes the quantitative rather than the qualitative aspects.
- Produces statistical information which is not being fully translated into specific programs for the recruitment, development, and replacement planning of personnel.

Job Descriptions -

- Do not exist for all jobs.
- Contain inappropriate qualification requirements in some instances.
- Are poorly prepared with respect to duties in many instances.

Manpower planning can be made more effective through -

- Expanding the areas of investigation relative to qualitative personnel needs.
- Translating statistical results into conclusions and action programs.
- Developing staffing standards.

The job description file can be improved by -

- Preparing descriptions for uncovered jobs.
- Making the qualifications for all jobs commensurate with the task.
- Rewriting the responsibilities sections of current descriptions to reflect more "what" and less "how."

There is a distinct need for additional clerical help in -

- The half-a-clerk schools.
- The offices of certain key people.

Adequate clerical assistance can be provided by -

- Establishing personnel ratios.
- Determining specific clerical needs in accord with ratios, nature of function, and workload.
- Reassigning clerical people in accord with needs.

PERSONNEL RECRUITMENT AND SELECTION

There is split responsibility for recruitment and selection.

Personnel placement can be unified through -

- Transferring the non-professional personnel responsibility from the Assistant Superintendent-Business to the Director of Personnel Services.
- Transferring the substitutes obtainment job from the Associate Superintendent-East District to the Director of Personnel Services.

The teacher recruitment process needs refinement because -

- The form application letter can be better conceived.
- The interview process lacks organization.
- The candidate follow-up system is inadequate.

The process can be improved by -

- Revising the wording of the application letter.
- Planning a complete schedule for each interview in advance and conducting interviews accordingly.

The procedure for filling professional, non-teaching vacancies is cumbersome because - - Everyone who applies for a posted job must be granted a committee interview, drawing out the selection process. - Committee decisions on appointments invite politics and diffuse accountability and authority.	———	The selection procedure can be improved by - - Doing away with committee interviews. - If abolishing the committee is not acceptable, granting interviews only to qualified candidates rather than to everyone who applies. (Qualification is determined via the personnel development system discussed in Section V of the report.)

PERSONNEL DEVELOPMENT

There is no formal performance appraisal* and development system and this poses the problems of - - Not knowing who is where with what qualifications when organizational needs arise. - Not having an important motivation device for improving performance. - Making promotion-from-within a hit-and-miss process.	———	This need can be filled by - - Preparing separate programs of formal evaluation for teaching and non-teaching personnel based on measurement criteria appropriate to the functions. - Instituting a system for personnel training and development to include - - The preparation of individual development plans.

* Non-tenure teachers are evaluated on an individual basis for retention.

- Causing morale erosion.

- Not being able to systematically fill individual needs toward the goal of total organizational effectiveness.

- The formulation of in-service training programs and other developmental media.

- The institution of cooperative training ventures with local industrial and educational organizations.

BUDGETING AND PROCUREMENT

The budget development process appears to be a well-established routine, but it would be more effective were -

- The procedures set forth in writing.

- There more bilateralness in determining the final allocations to be contained in the budget proposal.

The procurement process could be enhanced through -

- The preparation of specifications for the common items purchased.

- The establishment of a procedure whereby the requisitioner knows of the disposition of his request.

- The publication of purchasing procedures in writing.

This can be easily handled by -

- Preparing the procedure in essentially flow chart form.

- Having the principal parties to the process meet together before submission of the proposal to the City Controller.

It would seem that -

- The establishment of specifications should be accomplished in conjunction with the Bureau of Purchases.

- The requisitioner could be notified of the disposition of his request by means of a form.

The manual system of attendance recording and reporting consumes an inordinate amount of time.

A potential solution is the application of electronic data processing which can be investigated through -

- Contacting neighboring school systems employing EDP.
- Contacting EDP manufacturers concerning their application services.

There is no systematic way for reporting and following the resolution of internal problems, resulting in -

- Abundant "griping" at the school level.
- The application of "grease to the squeaking wheel."
- Inattention to important problems--spoken and unspoken.

The problem of problems can be overcome by initiating a procedure to provide for -

- Identifying problems and suggestions for their correction.
- Assigning the problems for correction on a scheduled basis.
- Progress reporting of problem resolution.

Re-typing of documents--a costly, unnecessary application of clerical time--is made necessary by inadequate copying equipment.

The solution lies in -

- Replacing obsolete machines.
- Investigating the feasibility of central or regionalized copying "centers" for handling of major copying jobs.
- Providing each school not presently having one with an inexpensive copier.

FACILITIES

Space for the conduct of administrative operations is a problem -

- At the central offices.
- For some principals.
- For the Director of Curriculum's staff.

The problem's resolution lies in -

- Establishing office space standards and preparing office layouts.
- Re-evaluating needs and formulating plans in accord with standards.
- Converting areas presently used for storage and coffee breaks.
- Partitioning offices shared by principals and school secretaries.
- Relocating some of the key people to reduce the undue geographical decentralization.

Supplies and office equipment, though not a wide-spread problem, is a concern because -

- Some of the Director of Curriculum's staff do not have a supplies budget at all.
- Some principals have decrepit furniture.

The first steps in this area are -

- Establishing quantitative and qualitative office equipment standards.
- Up-dating and classifying, on the basis of condition, the system's inventory.

- The schools are not provided money for miscellaneous, unanticipatable supplies.

- Some of the key people furnish their offices out of their own pockets.

- The "look" of administrative effectiveness is absent when office furnishings are different from office to office.

School maintenance is the serious concern of a significant number of principals and carries with it the concomitant problems of -

- Unclear relationships between the principal and the custodians.

- No understanding of the division of responsibility between the system and the Public Parks and Recreation Department.

- A lack of communication between the principals and the maintenance people concerning the status of problems correction.

Money is the chief solution to maintenance problems, but the way to accomplishment can be made smoother by -

- Establishing a petty cash fund for each school.

- Creating a budget supplies account for every key component.

- Putting the relationship between custodian and principal in writing and making sure it's understood.

- Cooperating with the Public Parks and Recreation Department in the development of a working relationship on grounds maintenance.

- Initiating a recurring status report to keep principals informed on maintenance scheduling.

MORALE

Morale is not as high as it might be as evinced by -

- Complaints about people.
- Complaints about policies which favor one group over another.

Morale can be improved through -

- More attention to interpersonal relations.
- More involvement of school-level people in administrative planning and problem solving.
- The implementation of the programs recommended in this report.